

## Activities of the Security Police in the Turkestan Region According to the Materials of the Revision of Senator K.K. Palen

Makhmudova Nigora Barotovna

Associate Professor of Bukhara State University, Uzbekistan. Email: nigoratillojon2009@rambler.ru



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### ABSTRACT

The article examines and analyzes the activities of law enforcement agencies-the security police and the gendarme department, in the Turkestan region based on the materials of the audit of Senator K.K. Palen carried out in 1908-1909. An analysis of one of the volumes of the report called "Security Police" (221 pages) is presented, in which all the answers to the questions posed in the "...special instruction ..." by the Tsar of the Russian Empire are given. The structure of the law enforcement system in the Turkestan Governor General, the history of the formation of police departments, states and composition of police departments are considered.

**Keywords:** Senator, Revision, Police, Instruction, Chief of police, Bailiff, County, Guards.

### Introduction

In the course of the aggressive policy of Tsarist Russia, the primary task was "to pacify the villages and groups of villages scattered in various areas, some of which have not yet accepted Russian citizenship, and some of them inhabited by fanatical adherents of Islam, who have accepted this citizenship only nominally" [9.1], and the formation of a system of administrative management was a secondary task. In the early years, not a single law regulating the situation in the region was developed. And as noted in the materials of the reports of the "Security Police", "the leaders of the occupying army for a long time were completely assigned tasks - both purely military, and diplomatic, and administrative and police" [9.2].

### Discussion

Senator K.K. Palen meticulously carried out the "Highly Approved a special instruction to the senator appointed by the Highest order to produce an audit of the Turkestan region" of the king, consisting of 26 paragraphs. They contained a list of questions that the inspectors had to pay attention to and give comprehensive answers, including on the above question:

"... II. Regional administration..."

(a) Management of the city of Tashkent. City chief. His attitude to urban public administration. Execution of functions on the outside, on the supervision of the police. Office work of his management. Police chiefs and bailiffs.

(b) Police chiefs in other regional cities. Their activities and the organization of the city police" [2].

As a result of a thorough check on this issue, relevant materials and statistical data were collected, which were subsequently published in the form of a separate audit report entitled "Security Police" on 221 pages.

In 1865 a temporary regulation on the administration of the Turkestan region (P.S.Z. No. 42373) was issued, the main purpose of which was to establish calm and security in the new Russian possessions. All power is

concentrated in the hands of the military authorities, and only the supervision of the population, the internal life, which remained unchanged, was entrusted to the administrative bodies [5.6]. Among the settled inhabitants, aksakals continued to operate, combining administrative and police power, serkers and zyaketchis, who collected taxes, and rais, who observed calmness.

The supervision of the “native population” was entrusted in each district to the “managers of the native population”, who were obliged:

- (1) Take care of the safety of passing caravans;
- (2) Take measures to conserve forests and maintain irrigation facilities;
- (3) Observe the correct payment of taxes and the execution of duties;
- (4) Check the layouts are correct;
- (5) Supervise the administration of the native authorities in their duties of dealing with civil and criminal cases [9.2.].

The management of the local population in the cities was entrusted to special governors. According to the draft Regulations of 1867, the police-administrative and military power in the counties and cities was concentrated in the hands of the county chief. As the authors of the monograph “The Colonial System of Power in Turkestan” note: “It can be said that the county chief was a monopoly of power in almost all spheres of the social and economic life of the county, embodying the logic and spirit of the colonial policy of tsarism at the county level” [1.33]. These factors created the conditions for numerous abuses of this power. The most common of them were - illegal extortions from the indigenous population, the sale of posts of volost and rural governors, fraud with waqf lands and property, and many others. According to these facts, the regional military governors, to whom the county chiefs were subordinate, initiated cases, but most often (and this was forced to ascertain the Senate audit), these cases were either stopped, or limited to comments, or in order to punish the perpetrator, they were simply transferred to another position. Cases of appointing an investigation or transferring a case to court were extremely rare [8.324-329].

But when large bribes were discovered, as well as the theft of significant amounts from the state treasury or the public treasury, the cases of the stealing officials were nevertheless transferred to court [12].

In order to create favorable conditions for “improving the activities of county chiefs as the basis of the administrative system in the province”, and “increasing the effectiveness of their power and the power of the colonial administration as a whole”, Senator K.K. Palen proposed:

- (1) Combine in the person of the county chief the duties of the chairman of all local administrative offices and the supreme chief of the county police;
- (2) Give them the right to audit all administrative institutions of the counties and demand from all county government and public institutions (with the exception of judicial and state control) reports on the state of the parts entrusted to them;

- (3) Give the chiefs of districts assistants in police and administrative units;
- (4) To leave the appointment to the positions of county chiefs for the governor general, according to the proposals of the regional governors;
- (5) To improve the material support of the chiefs of the county and establish a significant surplus allowance for the first two five years served in this position;
- (6) To increase the amount of travel money allocated to the heads of the county;
- (7) To revise the current administrative division of the territory of Turkestan into counties, and counties into smaller units and bring this division in line with the needs of management;
- (8) Introduce simplified public administration in the cities of Turkestan;
- (9) To strengthen the staffing and appropriations for the office of county administrations, establishing the position of secretaries in those of them where there are none yet;
- (10) Adopt a general instruction that establishes the norms and procedure for office work in county offices, entrusting the development of such an instruction to the Council under the Chief Head of the Territory;
- (11) Establish horse-police guards in the counties;
- (12) Establish the positions of special Commissars for peasant and foreign affairs;
- (13) To enter into the discussion of the issue of the need to form from the Amu Darya department, due to its extreme remoteness from the regional centers and the difficulty of relations with the latter, an independent administrative unit directly subordinate to the Chief Head of the region” [5.158].

An independent city police was organized in 1886, only in the cities of Verny and in the city of Tashkent. Moreover, in the city of Verny, the position of mayor was established, and in the city of Tashkent - the city chief and his assistant. In two cities - in Tashkent and in Samarkand, the position of the mayor was approved, with a salary of 3,000 rubles [3.16]. And only at the insistence of General Chernyaev, in 1884, was introduced in the Russian part of Tashkent “a new police device: the city was divided into 19 neighborhoods, for the management of which non-commissioned officers from the reserve were designated; they, in turn, were subordinate to the mayor and two police bailiffs, and for direct supervision of order, a police guard of 80 natives was established, subordinate to the junior assistant to the head of the city from the natives, i.e. senior police aksakal” [9.5].

As a result of the reforms that have taken place, according to the regulation of June 12, 1886. in the Russian part of the city of Tashkent, in New Margelan and Samarkand, police departments were established on a general basis, while the Tashkent police chief was subordinate to the head of the city, who is thus the head of police. The staff of police officials in Tashkent consisted of the head of the city, his assistant, the chief of police and two police officers. For the maintenance of civilian police guards, initially, 22,020 rubles were allocated from zemstvo funds, and then from city funds [9.9].

With the growth of cities and trade in them, the need for more staff increased, which was revealed during the audit. However, it should be noted that in the Russian units, equestrian policemen were introduced into the

states. During the audit, an uneven distribution of both the number of police officers in relation to the population, and in relation to the distribution of staff in the Russian and Asian parts of the cities was revealed. The audit materials noted that the urban area of Tashkent is 140 square meters versts, with the length of the streets 376 versts; the population is approximately 194,000 people. The city is divided into Russian and Asian parts, which are under the jurisdiction of separate police departments. For 1907 the staff of the police team consisted of 17 senior police officers in the Russian part of the city with a salary of 404 rubles 15 kopecks. per year and 17 of their assistants, 34 sentry policemen, 16 junior 10 equestrian policemen; those only 94 people. Even for the maintenance of horses, 50 rubles were allocated. The lowest police officers were allocated 224 rubles each. 15 kop. in year. In the Asian part of the city, 8 senior pedestrian police officers served with a salary of 25 rubles per month, and 4 of their assistants with a salary of 22 rubles; 24 guards with a salary of 19 rubles 80 kopecks and 40 junior footmen with a salary of 15 rubles. 50 kop per month, and only 76 people. There is no special payment for the maintenance of horses. As a result, 15,644 rubles were allocated for the maintenance of guards in the Asian part [7.99-100]. Thus, in both parts of the city, the lower ranks consisted of 170 people, meanwhile, when calculating one policeman per 500 people, the staff of the police team in 1907 was supposed to consist of 376 people - that is, 106 policemen in the Russian part and 270 in the native part of the city [9.19].

But, however, such a staff was not enough to oversee the tranquility in the cities, especially after the connection of Tashkent by a continuous rail track with the center of the empire, a lot of people began to flock here looking for work or even just easy money. As a result, the number of crimes has increased. Russia's resettlement policy also played an important role in increasing the population. Chief Commander of the Territory June 24, 1906 notified the military governors of the regions of Turkestan that the Syrdarya resettlement region consists of the Syrdarya, Samarkand and Fergana regions [10.17]. In the process of the emigration movement from 1868 to 1883, 190 merchant and 1,400 petty-bourgeois families were registered on the territory of the Turkestan region [10.8]. As a result of the resettlement policy in the Turkestan General Government, there was an increase of 50,000 human [7.130]. All cases of accommodation and settling of settlers had to be positively resolved, while not taking into account the interests and rights of the local population.

The city of Skobelev was divided into two police units and was administered by two bailiffs subordinate to the chief of police. The area of the city was 8 versts, the population in 1908. reached 11,201 people, of which 5,000 were Russians. The staff of the police department consisted of a police chief and a secretary. The staff of the lower ranks of the Skobelev police consisted of 6 senior and 33 junior police officers [9.29].

The city of Samarkand, which occupied an area of 36 versts, was divided into two parts of unequal size- Russian (8 sq. versts) and Asian (28 sq. versts); population of 81,400 people (in the Russian part- 25,900, in the Asian part- 55,500 people). The city was under the supervision of two bailiffs, 37 policemen and 120 guards. Their maintenance cost annually 1,920 rubles, when in the Asian part of the city there was only one bailiff, which did not correspond to the above statistics on the number of local population [9.30]. But how were offenses resolved in cities where the indigenous population lived? Before the conquest of the region by

the Russians, there was only the court of the Qazis. The power and importance of the qozis was enormous, there were no other instances of the court. For crimes, he could punish with corporal punishment, cutting off parts of the body, and even, up to a death sentence, with the approval of the bek. But over time, in relation to marriage and family issues, the resolutions of these issues were transferred to the county chief or the Military Governor. The tsarist administration thus tried to ignore and neutralize the legal system that existed in the Muslim region.

## Results

From among the non-regional cities of the indigenous Turkestan, an independent police department was established only in the city of Old Margelan of the Ferghana region, whose area is 23 square versts, the population is 46,432 people. The personnel of the police department consisted of a police chief and a secretary, there was one bailiff, 53 policemen, of which 10 seniors and 43 juniors, supported by the city and 4 aksakals, who received maintenance from the population, and 192 guards were hired with the same funds [9.30]. However, one of the conditions of work was the “obligation to have your own horse”, which led to the unattractiveness of the position, for the Russian policemen and they were replaced by representatives of the local population, because, they had landed property and could live on the maintenance they received.

For the management of the police of the city of Verny, in 1908, a city police department was organized, which acted on the basis of general laws on the police (Article 51 of the Steppe Regulations), consisting of a police chief, two clerks and an interpreter. The police team consisted of 9 senior and 35 junior police officers. [9.31].

During a conversation with the head of the city of Tashkent, Senator K.K.Palen found out that “The Tashkent police is a stage for people who have nowhere to go and who, at the first opportunity, go to more profitable places, even as day laborers for field work, because even there, work is paid twice as much as with heavy police service” [9.33]. The same picture emerged when checking the composition of police teams in most regional and county cities. In addition to the above, it must be added that most of the police officers were not familiar with protected areas, i.e. they did not know the names of the streets or the inhabitants, due to the fact that the length of the streets was significant.

For example, the length of streets in the cities of the Fergana region: in Andijan - 136 versts, in Kokand - 100, in Skobelev - 47.4, in Old Margelan - 115, in Namangan - 350 versts, in Osh - 137, in Chust - 15 versts [9.34] and everything else, not knowing local languages made it difficult for Russian policemen to work.

The above facts once again confirm the essence of the policy of Tsarist Russia, which consists in military administration!

Summing up the results of the audit, on the issue of the state of the county police in the Turkestan region, Senator K.K.Palen proposed the following for the “correct formulation of the police case” [9.168-169]:

(1) Release the county chiefs from the direct management of the police by establishing new positions - special assistants to the county chiefs in the police department;

- (2) The release of district bailiffs from all administrative duties not imposed by law by establishing the position of district commissars for peasant and foreign affairs;
- (3) Release bailiffs from managing the municipal economy in the cities - Turkestan, Chust, Ura-Tyube and Pyanjkent;
- (4) An increase in the number of bailiffs and, accordingly, a decrease in the size of the plots;
- (5) Establish a mounted police guard.

Also, the senator insisted on the need for “complete subordination to the Chief Commander of the region of all the political power of the Governor-General and to provide him with permission, in unity with the Council, of all issues that require the project to transform the police”[9.171].

### **Conclusion**

In general, summing up all of the above, we can conclude that in Tashkent and other cities of Tsarist Turkestan, attention was paid to the creation of a police service in order to establish peace and security mainly in the Russian part of the cities.

Based on the results of the audit in the field of the security police, in 1908-1909. K.K.Palen demanded severe punishment for officials for their negligent attitude to the performance of official duties, for their illegal actions, on this occasion he spoke as follows: “... our authorities, as if they are not interested in the issues of the internal life of the volosts, sometimes small in themselves, but always burning and directly affecting the life of the entire population ...” [2].

And he was right, since unresolved moral, social, economic and legal problems, in the end, became a threat to the existence of Russia’s colonial policy in the Turkestan region.

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